

Message Text

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ACTION DLOS-07

INFO OCT-01 ISO-00 AF-10 ARA-16 EA-11 EUR-25 NEA-14 RSC-01

CG-00 CIAE-00 DODE-00 PM-07 H-03 INR-10 L-03 NSAE-00

NSC-07 PA-04 PRS-01 SP-03 SS-20 USIA-15 FEA-02 CEQ-02

COA-02 COME-00 EB-11 EPA-04 IO-14 NSF-04 SCI-06

ACDA-19 AEC-11 AGR-20 DOTE-00 FMC-04 INT-08 JUSE-00

OMB-01 SAJ-01 TRSE-00 DRC-01 /268 W

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R 080255Z JUN 74

FM AMEMBASSY SINGAPORE

TO SECSTATE WASHDC 0713

INFO AMEMBASSY BANGKOK

AMEMBASSY JAKARTA

AMEMBASSY KUALA LUMPUR

AMEMBASSY MANILA

AMEMBASSY TOKYO

USLO PEKING

USUN NEW YORK 197

C O N F I D E N T I A L SECTION 1 OF 2 SINGAPORE 2512/1

E.O. 11652: GDS

TAGS: PFOR, PBOR, SN

SUBJECT: LOS - CONSULTATIONS WITH SINGAPORE

1. SUMMARY. SINGAPORE'S MAJOR LOS CONFERENCE CONCERNS ARE NAVIGATION AND TRANSIT (STRAITS AND ARCHIPELAGOES), FISHING OFF OTHER STATES (ARCHIPELAGOES AND ECONOMIC ZONE), AND REVENUE SHARING FROM SEABEDS UNDER COASTAL STATE JURISDICTION. THEY HAVE NO SUBSTANTIAL DIFFICULTY WITH US APPROACH ON STRAITS AND ARCHIPELAGOES. WHILE RELUCTANT TO TAKE ON INDONESIA PUBLICLY, THEY DID SO IN NEW YORK MEETING PREPARATORY TO NAIROBI GROUP OF 77
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MEETING, AND SEEM LESS TIMID ABOUT THEIR INTERESTS

IN NAVIGATION AND TRANSIT THAN SOME OF THEIR NEIGHBORS.
PRC 200-MILE ECONOMIC ZONE CLAIM REPORTED. GOS
REPS KNOWLEDGE OF ISSUES AND SOURCES OF INFORMATION
ARE EXTRAORDINARY. ATMOSPHERE VERY FRIENDLY. END
SUMMARY.

2. US AND SINGAPORE REPS MET JUNE 6, 1974. US
TEAM CONSISTED OF CHARGE, OXMAN, AKE AND EMBOFF.
SINGAPORE TEAM CONSISTED OF: MFA DEPSEC TAN BOON
SENG, TOMMY KOH (AMBASSADOR-DESIGNATE TO UN); S.
JAYAKUMAR (FORMER AMBASSADOR TO UN); CHAO HICK-TIN,
STATE COUNSEL, ATTORNEY GENERAL'S CHAMBERS; MFA
ASST SEC. GOH KIAN CHEE; AND MFA ASST SEC GEOFFREY
YU. CHAO WILL BE ACTING CHIEF OF GOS DELEGATION TO
CARACAS UNTIL THE ARRIVAL OF TOMMY KOH (APPROXI-
MATELY AUG 10). MICHAEL CHEOK, RECENTLY ASSIGNED
AS FIRST SECRETARY TO GOS MISSION AT UN, WILL
ATTEND CARACAS UNTIL KOH'S ARRIVAL. GEOFFREY YU
WILL BE NUMBER THREE MAN OF DELEGATION.

3. STRAITS. SINGAPORE REPS SAID THERE WAS VERY
LITTLE ATTENTION TO STRAITS ISSUE AT NAIROBI, AS
ARCHIPELAGO CONCEPT WAS MAIN FOCUS OF ATTENTION.
SINGAPORE'S ATTITUDE REMAINS POSITIVE AND UNCHANGED.
IN RESPONSE TO SPECIFIC QUESTION, WE CONFIRMED THAT
STRAITS WAS PART OF US PACKAGE OFFERED ON ARCHIPELAGOES.
APPARENTLY MALAYSIA IS NOT AWARE OF THIS. SINGAPORE
REPS SAID INDONESIA IS WILLING TO PRESENT TRAFFIC/
POLLUTION SCHEME OF 3 STRAITS STATES FOR MALACCA
TO IMCO FOR "COMMENT," APPARENTLY TO BE ADMINISTERED
BY THE 3 TOGETHER. WE EXPLAINED OUR VIEW THAT INTER-
NATIONAL "APPROVAL" NEEDED. SINGAPORE, IRAQ, AND
KUWAIT OPPOSED MALAYSIA AND INDONESIA IN NY
WORKING GROUP PREPARATORY TO NAIROBI. WHEN CRITICIZED
FOR TAKING STAND SIMILAR TO MARITIME POWERS, THEY REFUSED
TO YIELD, AND SILENCED OPPOSITION BY ANALOGIZING OWN
RIGHT TO ADVANCE NATIONAL NAVIGATIONAL INTERESTS
SIMILAR TO THOSE OF MARITIME POWERS TO OTHER STATES'
RIGHT TO ADVANCE ECONOMIC ZONE INTERESTS SIMILAR TO
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THOSE OF DEVELOPED STATES SUCH AS AUSTRALIA AND
NORWAY.

4. ARCHIPELAGOES. MOST OF TIME SPENT QUESTIONING
US ON ARCHIPELAGOES. GOS HAD CLEAR IDEA OF ACTIVITIES
THUS FAR, AND KNOWS OF WASHINGTON CONSULTATIONS.
WHEN QUESTIONED ON INDONESIAN RESPONSE, WE SAID WE
DID NOT HAVE DETAILED INFORMATION, BUT THOUGHT THERE

WAS SOME DIFFICULTY ON SIZE OF TRANSIT AREA AND OVERFLIGHTS. GOS REPS AGREE WITH OUR ASSESSMENT THAT OVERFLIGHTS, INCLUDING SCHEDULED CIVIL OVER-FLIGHT, IS NOT "TAKEN CARE OF" BY ICAO CONVENTION, BUT DID NOT COMMIT THEMSELVES. US APPROACH ON ARCHIPELAGO ISSUE WOULD SATISFY SINGAPORE INTERESTS, EXCEPT FOR FISHING; THEY SHOWED SOME CONCERN THAT US WOULD SACRIFICE THEIR FISHING INTERESTS BECAUSE IT DID NOT HAVE SAME PROBLEM. THEY ARE INCLINED TO AVOID PUBLIC CONFRONTATION WITH INDONESIA, AND WERE INTERESTED IN OUR SUGGESTION OF COORDINATING WITH THAILAND AND MALAYSIA ON ARCHIPELAGO QUESTION IN ORDER TO PERSUADE INDONESIA AND PHILIPPINES TO TAKE AS REASONABLE APPROACH AS POSSIBLE ON NAVIGATION ISSUES. HOWEVER, THEY POINTED OUT ASEAN MEETING "DISINTEGRATED" BECAUSE OF RESISTANCE TO INDONESIA'S INSISTANCE ON HAVING A COMMON POSITION IN SUPPORT OF EXISTING PROPOSAL. GOS PRIME MINISTER'S PUBLIC STATEMENT NOTING IMPORTANCE OF ARCHIPELAGO CONCEPT TO NEIGHBORS IS NOT CONSTRUED AS BINDING THEM TO SUPPORT CONCEPT.

5. FISHERIES. SINGAPORE SUPPORTS ACCESS ON EQUAL BASIS IN ECONOMIC ZONE FOR NEIGHBORING LANDLOCKED AND GEOGRAPHICALLY DISADVANTAGED STATES. WE HAD FRANK DISCUSSION OF PRIORITIES PROBLEM. GOS PARTICIPANTS AGREED THAT DISTINGUISHING BETWEEN DEVELOPED AND DEVELOPING COUNTRIES ON QUESTION OF LEGAL RIGHTS (AS OPPOSED TO ASSISTANCE) WOULD BE A BAD IDEA, AND THAT THERE WAS A NEED TO PREVENT A DISPUTE BETWEEN LARGE FISHING NATIONS AND GEOGRAPHICALLY DISADVANTAGED NATIONS OVER PRIORITIES. WE SAID WE WERE FLEXIBLE, BUT EXPLAINED THE

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REASONING BEHIND OUR APPROACH. CHAO SAID IT WAS "INSUFFICIENT." GRANT

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INFO OCT-01 EA-11 ISO-00 AF-10 ARA-16 EUR-25 NEA-14 RSC-01

CG-00 CIAE-00 DODE-00 PM-07 H-03 INR-10 L-03 NSAE-00

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C O N F I D E N T I A L SECTION 2 OF 2 SINGAPORE 2512/2

6. LANDLOCKED STATES. IN RESPONSE TO OUR QUESTION, GOS REPS MADE STRONG DEFENSE OF LANDLOCKED STATES POSITION ON ACCESS TO THE SEA, AND FELT LANDLOCKED STATES WERE JUSTIFIED IN LINKING IT TO STRAITS ISSUE. WHILE IT WAS TRUE THAT ACCESS TO THE SEA REQUIRED BILATERAL IMPLEMENTATION, GOOD MULTILATERAL PROVISIONS WOULD SIGNIFICANTLY ENHANCE THEIR BARGAINING POSITION. THEY SAID US FAILURE TO SUPPORT ACCESS TO THE SEA WOULD BE INCONSISTENT WITH US ARGUMENTS ON STRAITS. WE NOTED THAT AS PARTIES TO NY CONVENTION WE HAD NO DIFFICULTY WITH LANDLOCKED VIEWS, BUT WERE INTERESTED IN HOW ISSUE MIGHT BE RESOLVED.

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7. CONTINENTAL MARGIN. DISCUSSION FOCUSED ON REVENUE SHARING. GOS NOTED PRESIDENT NIXON'S STATEMENT AND EXPRESSED REGRETS THAT ORIGINAL US PROPOSAL HAD NOT BEEN ACCEPTED. THEY FOLLOWED BY EXPRESSING CONCERN THAT US IS COOLING OFF ON REVENUE SHARING, AND REMARKED THAT WE HAVE NOT SAID MUCH

ABOUT IT RECENTLY. THEY FELT HOWEVER THAT IDEA WAS STILL UNPOPULAR WITH MANY COASTAL STATES. WE REVIEWED ARGUMENTS FOR USING SAME CONTRIBUTION FORMULA FOR ALL COASTAL STATES.

8. DEEP SEABEDS. WHEN ASKED AT OUTSET OF MEETING IF US POSITION HAD CHANGED ON ANY ISSUES, WE SAID "YES" WITH RESPECT TO DEEP SEABEDS, AND EXPLAINED THAT IN LIGHT EXPERIENCE IN ENERGY CRISIS, WHILE PRINCIPAL RESOURCES WERE HARD MINERALS, WE COULD NOT AGREE TO AN ORGANIZATION THAT HAD POWER TO DISCRIMINATE OR USE DEEP SEABED RESOURCES AS POLITICAL WEAPON AGAINST US OR ANYONE ELSE. CONSEQUENCES IN TERMS OF SCOPE OF AUTHORITY, NON-DISCRETIONARY ACCESS, PRODUCTION AND PRICE CONTROLS, MEMBERSHIP AND VOTING ON COUNCIL, ETC., WERE ELABORATED. GOS REPS DID NOT COMMENT.

8. TIMING. IN RESPONSE TO JAYAKUMAR'S REMARKS THAT AGREEMENT MAY TAKE A LONG TIME, WE EXPLAINED US COMMITMENTS TO CONGRESS ON DEEP SEABED MINING SYSTEM TO BE IN PLACE BY JAN 1, 1976, AND PRESSURE ON COASTAL FISHERIES CLAIM. THEY AGREED THAT LEGISLATION WOULD RENDER AGREEMENT MUCH MORE DIFFICULT, IF NOT IMPOSSIBLE.

9. SOVIET AND PRC INTERESTS IN MALACCA STRAITS. IN AN EXCHANGE ON PRC ATTITUDES INITIATED BY GOS PARTICIPANTS, THEY SUGGESTED THAT LONG-RANGE PRC INTERESTS IN BLUE WATER NAVY MIGHT BEGIN TO SURFACE, ALTHOUGH IMMEDIATE POLITICAL OBJECT OBJECTIVES OF SUPPORTING LDC'S AND OPPOSING THE SUPERPOWERS WOULD PROBABLY PREVAIL. SINGAPORE HAD CONFLICTING ASSESSMENTS OF IMPORTANCE USSR ATTACHES TO MALACCA STRAITS. CONFIDENTIAL

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THEY AGREED THAT A REGIME OF COASTAL STATE CONTROL WOULD RESULT IN INCREASED SOVIET POLITICAL ACITIVITY IN THE AREA WITH A VIEW TO INSURING FAVORABLE EXERCISE OF DISCRETION, AND FELT PRC REALIZES THIS. THEY SAID THE DIFFERENCE IS THAT WHILE US BELIEVES THE SOVIETS MAY SUCCEED IN INCREASING THEIR INFLUENCE, THE PRC MAY BELIEVE THAT INCREASED FRICTION BETWEEN THE USSR AND THE STRAITS STATES IS MORE LIKELY AND ALLUDED TO SOVIET "HEAVY HANDEDNESS."

10. PRC ECONOMIC ZONE CLAIM. GOS REPS SAID PRC ADVANCED A 200 MILE ECONOMIC ZONE CLAIM LAST WEEK IN THE CONTEXT OF FISHING NEGOTIATIONS WITH JAPAN.

11. IN FOLLOW-UP CONVERSATION, YU INFORMED CHARGE
THAT GOS FOUND TALKS VERY USEFUL, BUT WAS SOMEWHAT
DISAPPOINTED THAT US TEAM WAS NOT MORE FORTHCOMING.
EMBASSY APPRECIATES THAT TEAM WAS UNDER
INSTRUCTIONS FROM WASHINGTON IN THIS REGARD. HOW-
EVER, BELIEVE IT WOULD BE HELPFUL TO US-GOS RELATIONS
AND ADVANCE OUR LOS INTERESTS IF WE COULD
PROVIDE GOS AT EARLY DATE FAIRLY FULL ACCOUNT OF
OUR NEGOTIATIONS WITH INDONESIANS.
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